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ABSTRACT

School integration and quality education are examined in this paper in the context of public school desegregation. Specifically, the paper provides an overview of the role the courts have played historically in advancing toward quality integrated education. Following the overview, the impact of court rulings relative to the conduct of field-based research and educational policy decision-making in the midwestern United States is analyzed in reports on two field-based research projects. One of the studies assessed students' perceptions of intergroup relations and principles involved in social change incident to court-mandated school desegregation in Indianapolis, Indiana. The other study attempted to identify explanations of disproportionality among black and male student "disrupters" and promising school practices and conditions which help to mediate the problem. As both studies, and others reported in the literature, make it clear that there is still much to be learned about desegregation and intervention strategies before desegregation can be translated into quality integrated education, a field-based research model is offered which is designed to help in this task by narrowing the gap between theory and practice. And finally, strategies are suggested for effecting changes which would foster quality integrated schools. (CMG)

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D R A F T

Field-Based Research on School
Integration and Quality Education
in the Midwest*

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The willingness of Americans to tax and spend heavily for education has reflected a remarkable faith in the efficacy of education for individual and collective progress. Americans have believed in economic competition and the survival of the fittest in the marketplace; but the harsher aspects of social Darwinism in American life have long been tempered by a corresponding belief that all should have an equal start in the competition through a good education. The American ideology may accept economic inequalities that reflect differences in talents and motivation to succeed, but it seems to reject a rigid class system based on privilege alone.

Cataldo et al., 1978

Since the inception of the United States, the citizenry has aspired to far more than its own survival. Its people have assigned themselves a nobler destiny, justified by a higher moral standing, than impartial scrutiny might confirm. Seemingly, this success added high luster to their character, and when Americans looked into the mirror, they admired with uncommon keenness what they saw.¹

However, recently many business and industrial organizations have publicly voiced their concerns relative to quality outcomes in this post-industrial era.² Similarly, the public at large has placed the field of education on notice.

Recent reviews of the literature indicate no paucity of schools in America being assailed from almost every possible direction and critic. One current reminder of this is the "scathing" report A Nation at Risk,³ released on Tuesday, April 26, 1983, which depicts the state of education in the United States. It appears schools are perceived not only as agents for formally educating the citizenry, but also as the avant garde for abating injustices, discrimination, poverty, unemployment, and a welter of other perennial social problems.

As citizens of this nation, we would like to believe that current and future generations will be free of many social problems that have characterized our country's past.⁴ This moral offensiveness has engendered much attention.

Today's enlightened society has taken upon itself the task of not only educating its youth, but is also conferring on them the status of "persons with rights" in the educational domain. Conceptually speaking, effective schooling is predicated on the establishment of a climate conducive to learning. Likewise, school improvement occurs in a social context that impels the enhancement of education.

Other recent reports undertaken by the American Council on Education, Twentieth Century Fund, National Task Force on Economics and Education, and 27 others on the status of education in the United States come at a propitious time. This is the second time in recent history than an event has galvanized us as a nation for the expressed purpose of school improvement and reform.

This issue becomes even more important, when viewed within the context of quality integrated education. It is the authors' conten-

tion that very few school districts can be characterized as providing quality integrated education. Therefore, the larger percentage of urban school districts are still attempting to achieve an effective desegregated school system, while concomitantly in search of quality integrated education.⁵ For this paper's purpose, we will use the desegregation terminology as preceding this desired state. Even under the best conditions, school desegregation is a difficult task. It seems reasonable to argue that, since Brown v. Board of Education, there has been significant change in the nation's attitude towards public school desegregation. These attitudinal changes have been influenced by the courts, general social movements and legislative enactments.

On the 30th anniversary of the landmark Supreme Court decision in Brown v. Board of Education,⁶ it seems appropriate to examine school integration and quality education by means of public school desegregation. More specifically, the purpose of this paper is to provide an overview of the role courts played historically in advancing towards quality integrated education, and to analyze the impact of these efforts relative to the conduct of field-based research and educational policy decision-making in the Midwest. Further, the paper will suggest some strategies in order to effect positive changes which foster quality integrated schools.

. . . court decisions have attempted to alter public opinion toward support of a higher ideal of equality of the races before the law. The impact of a court's decision often permeates the very fabric of society itself, far beyond the boundaries established by the facts of the case. The process is continuous and self-perpetuating, altered only by the variables of truth and time.

History, the Law, and Desegregation

How accurate is our historical map is the issue as opposed to whether people use a sense of the past in shaping their lives. Present (in)actions and future plans flow ineluctably from beliefs about what went before. A true sense of history has an impact on educational policy, whether it is individual or collective, haphazard or methodical.⁸ History demonstrates that fundamental educational change during this nation's tumultuous transient stages has had inherent difficulties. School desegregation is one such example.

School desegregation must be understood within the context of legal, political, administrative, and social forces operating within the United States. This matrix of factors continues to raise novel problems for not only the litigants, but also for the judges involved in school desegregation and other constitutional litigation. Unless these factors are placed in appropriate juxtaposition, desegregation policy and subsequent actions will be thwarted in the foreseeable future.

It provides some perspective, if little comfort, to recall that the resistance to desegregation as a significant link in the move towards integration did not begin in the twentieth century, but has roots in the historical fiber of this nation. In Massachusetts,

197 years ago (October 17, 1787), the legislature established public schools for the poor and ignored a petition seeking schools for black children.⁹ The current turmoil can be traced back to the 1787 Northwest Territory Ordinance that was to abolish slavery in the territory. Since the phenomenon of desegregation is deeply embedded in the annals of this country's history and as it continues to loom as one of education's gravest problems, it is critical that this concept be examined within the context of the public schools of the United States.

The American Civil War was fought to both preserve the Union and to free the slaves of the South. Following that war, the onslaught of Radical Reconstruction brought new reforms to the South and three new Amendments to the United States Constitution. The Thirteenth Amendment conferred citizenship upon Blacks in the South; the Fourteenth guaranteed them equal protection under the law; and the Fifteenth extended to them their voting rights. Civil Rights Acts were passed by Congress to augment and enforce the Amendments. Legislation and the bayonets of the Union Army were to be the tools to undo the effects which the "peculiar institution" had inflicted on the two races for over 250 years. But the Reconstructionists had failed to foresee the political pressures which society would impose upon the courts; and the withdrawal of federal troops from the South in 1877 marked the return to antebellum attitudes in both the North and South. The real question became, did attitudes ever really change at all?

Historically, the responsibility of public education in America rested with the state government. The Tenth Amendment states that "the pow-

ers not delegated to the United States by the Constitution, or prohibited by it to the States, are reserved to the States respectively, or to the people".¹⁰ Since the Federal Constitution does not specifically mention education, then it logically follows that education is a function of the States, and those State constitutions have made provisions for educating its citizenry.

It is not enough to simply pass a law or constitutional amendment to correct a past wrong. In practice, the original intent of the law frequently gets circumvented by other laws and certain legal interpretations by the courts. A court is often asked to interpret legislation according to its understanding of the drafters' original legislative intentions.¹¹ Yet courts at the same time, are expected to attempt to interpret the law in terms of current public opinion and the conditions. The conflict between these two divergent views often results in a compromise which fails to satisfy the original plaintiff, even if he has proven and won his case. Such "hollow verdicts" were common in the history of the desegregation movement before 1954.

Prior to and since Brown v. Board of Education,¹² the history of desegregation in this nation has been characterized as the most invidious form of public policy. One has only to peruse the annals of history for substantive documentation of this.¹³ The contemporary judicial landscape is cluttered with school desegregation decrees, many enmeshed in controversy. Now, three decades since the Brown decision, desegregation and quality integration of this nation's schools, remain as two of the most vexing societal problems in the United States. Keeping in mind that "(o)ne of the remarkable aspects

of the Brown case is that it challenged the notion that segregation may be compatible with equality in the context of an institution at the core of the American way of life".¹⁴ This is not to suggest that no progress has been made, only that the constitutional interpretation changed much more than the schools. In practice, the decision failed as Brown II¹⁵ (1955) did, to inspire reform in the schools with all "deliberate speed."

Likewise, current Federal initiatives strongly suggest that there will be a waning of support for various elements of desegregation and more support for such concepts as "neighborhood"¹⁶ and "freedom of choice"¹⁷ schools. Although already ruled upon by the U.S. Supreme Court, these have been re-analyzed in terms of some other policy options. Clearly, throughout recent history, a divergence of thinking and action is apparent among the various federal governmental branches. These have ranged from the administrative pronouncements of Eisenhower to Reagan to the judicial pronouncements of Warren to Burger, thus effecting a modicum of school desegregation policy.

Of further interest is a Tenth Circuit case involving, of all parties, the Board of Education of Topeka, Kansas.¹⁸ Here two black students brought suit against the Board of Education of the Topeka Unified School District 501, claiming that the board failed to comply with the desegregation program required by the Supreme Court. The Tenth Circuit Court of Appeals affirmed the lower court's decision that the students were not entitled to bring action individually while an original action was still pending.

Ironically, the new "original" action is entitled Brown v. Board of Education¹⁹ and its issues are the same as those raised

by these two black students. The students have been invited to file petitions for intervention in this case. One can only speculate as to what path this potential Brown III will blaze for America. Will we finally see a truly integrated America, or only again come face-to-face with our own inadequacies?

. . . Even in the darkest of times we have the right to expect some illumination. . . such illumination may well come less from theories and concepts than from the uncertain, flickering, and often weak light that some men and women, in their lives and their works, will kindle under almost all circumstances and shed over the time span that was given them on earth. . . Eyes so used to darkness as ours will hardly be able to tell whether their light was the light of a candle or that of a blazing sun. But such objective evaluation seems to me a matter of secondary importance which can be safely left to posterity.

Hannah Arendt, Men in Darkness

Legal Uncertainty

The authors contend that Court decisions can serve as a guide for determining whether access to equal educational opportunity will become a reality for all Americans two decades hence. Past Court decisions, in general, tend to foreshadow future events. Thus, we can expect segregation to continue as one of the nation's more pressing problems. "Tenuous as the art of predicting the future is, this speculation appears relatively assured, if the slow judicial momentum so evident in recent court decisions represents the trend of the future."²⁰

The Swann, Keyes, and Dayton rulings at one time or another

appeared all to signal the directions the Supreme Court was taking in the area of desegregation. But a close review of these and related cases reveals the seemingly simple difference between the two terms, de facto and de jure; de facto occurring as if legally constituted, and de jure enforced by law, continues to resist a clear definition. Furthermore, the variation in rulings among circuit courts regarding the Brown mandate adds to the confusion surrounding the complex issue of desegregation.

As previously noted, recent actions of the Supreme Court have provided new insight into clarifying the legal standards for ascertaining whether or not the requisite segregative intent is present in a particular school case.²¹ In Davis, Arlington, and Dayton, the Court suggested ways to determine possible intent, but it did not eliminate reliance on any other potential tests.²²

In sum, while deciding on the legal issues in question, the U. S. Supreme Court has not provided a clear course for those bent on the elimination of segregation in our schools. It is possible, thought, to discern a direction. That direction requires the plaintiff to amass data and prove beyond a reasonable doubt that governmental officials intended to create, segregation. This requirement places a heavy burden of proof on the plaintiff, but it will also more than likely entail an equal effort on the part of those who want the Equal Protection Clause to become operational. Whether or not it was the intent of the Brown decision to eradicate segregation regardless of the method used to bring it about or simply to guarantee that each child have access to an equal education, the courts must put the distinction between de jure and de facto segre-

gation behind and focus on the elimination of segregated school systems. Regardless of the intention of Brown, it is clear that such resolution would be well within the spirit of Brown.

It is inconsistent that with a Constitution proclaiming equal protection of the laws, and a Court apparently interested in attaining nation-wide unitary school systems, the right of school children to an equal educational opportunity should be based on an artificial distinction between sources of segregation, rather than on the existence of substantial racial imbalance. Although racial imbalance may result from social and economic determinants of private residential choice, such imbalance nonetheless results in the same harm to segregated students which prompted the Court's decision in Brown v. Board of Education.²³

Brown did effect a radical social transformation in this country, and whatever its limited impact on the educational community, its indirect consequences of altering the style, spirit, and stance of race relations will maintain its prominence in American jurisprudence for many years to come.²⁴

Certain minority communities have even come forth with the charge that the Supreme Court is actually trying to hamper their access to the courts in exercising their equal protection rights in education.²⁵ This is probably because of the realization among minority groups of the extensive time and cost involved in trying to meet the complex proof requirements before a sufficient case of discrimination can be assembled. Jack Greenburg, the NAACP's Legal Defense and Educational Fund Director, has even gone so far as to draw the conclusion that the Court is currently assessing its own actions in light of public opinion polls and its questioning the potential benefits of integration.²⁶ These and countless other desegregation problems remain, as amplified at the recent University of Colorado

Law School Conference, only one month shy of the 30th Anniversary of the epochal Brown decision.

The Indianapolis Case

Since its inception on May 31, 1968, the case, United States v. Board of School Commissioners of City of Indianapolis, Indiana, has grown to encompass fifteen separate court actions. Ruby Buckly, on behalf of her children, Donny and Alycia, and all Negro school-age children residing within the limits of Marion County, State of Indiana, initially charged that the State of Indiana and the Board of School Commissioners of the City of Indianapolis had conspired, through acts of the Indiana General Assembly, to maintain a system of racially segregated schools. Later, after certain acts of the General Assembly were brought into question regarding the location of public housing projects solely within the confines of the territory of the Indianapolis Public Schools (IPS), the Metropolitan Housing Commission of Marion County was added as a defendant in the case.

In 1973, the district court ruled that the Board of School Commissioners was guilty of racial discrimination and that an inter-district desegregation plan should be devised to bring about the integration of the Indianapolis Public Schools. Such a plan initially involved the proposed transfer of students between IPS and school districts within the county and the surrounding counties. The State of Indiana was also directed to observe an affirmative duty to bring about desegregation.²⁷ The matter was appealed to 7th Circuit which reversed the trial court on its all-encompassing order involving the surrounding counties and limited the scope to Marion County alone.

The 7th Circuit further remanded the decision affecting Marion County in light of the Milliken²⁸ decision for further consideration.²⁹ The United States Supreme Court refused to grant certiorari.³⁰

After reconsideration, the district court ordered the transfer of Black students to the surrounding suburban school districts outside of the boundaries of the Indianapolis Public Schools but within the boundaries of Marion County.³¹ The 7th Circuit affirmed the holding of the lower court,³² and the case was appealed to the U. S. Supreme Court which vacated the decision and remanded the case to the 7th Circuit for reconsideration.³³ In turn, the 7th Circuit remanded the case to the district court for reconsideration as to whether discriminatory intent could be proven on the part of the State of Indiana through the action of the General Assembly in establishing Uni-Gov (a unified government entity for the whole of Marion County) while, at the same time, refusing to extend the boundaries of the Indianapolis Public Schools to make them coterminous with those of the Uni-Gov unit. Also, the actions of the Housing Authority of the City of Indianapolis in locating all of its public housing projects within the boundaries of the Indianapolis Public Schools were questioned as to possible discriminatory intent. If either of these actions were found to be discriminatory in intent, the court was directed to provide an interdistrict remedy following the principles set forth in Dayton v. Brinkman.³⁵ Certiorari to the U.S. Supreme Court was denied.³⁶

The trial court found both actions to have had discriminatory intent and ordered the transfer of approximately 7,000 Black pupils.³⁷ An appeal to the 7th Circuit did not result in a ruling, but rather

a remand to consider several plans proposed for desegregation by the various parties to the suit. This the trial court completed, and selected a one-way busing plan of Black pupils to the surrounding suburban school districts along with a plan for the final desegregation of the Indianapolis Public Schools within its own boundaries. The court also removed two township districts (Metropolitan School District of Washington Township and Metropolitan School District of Pike Township), from the order stating that the demographic shifts in the Black student population had rendered their continuation in the desegregation remedy unnecessary.³⁸ In addition, two other suburban school districts (Beech Grove and Speedway) were not included in the court order but litigation was continued for them.

The order was appealed to the 7th Circuit which affirmed the action, finding that the judge had not abused his discretion, and which also sent the case back on remand for consideration as to whether the two suburban districts (Beech Grove and Speedway) should be excused from the order.³⁹ The U.S. Supreme Court refused to grant certiorari.⁴⁰

On June 19, 1981, four of the suburban school districts involved filed a petition with the district court to determine who would bear the financial responsibility for the cost of the desegregation plan. The Indiana General Assembly had adjourned in 1981 without appropriating funds for the implementation of the desegregation plan, which brought about the necessity for the petition. The district court ruled that the State of Indiana would have to bear the full cost for remedying the violations because the State had been

found solely liable for them (July 17, 1981). The ruling was appealed to the 7th Circuit which affirmed the district court's order.⁴¹ The U. S. Supreme Court denied certiorari (No. 82-179) on December 13, 1982.

The outcome of any serious research can only be to make two questions grow where only one grew before.

Thorstein Veblen

Field Based Research Initiatives

It has been a long accepted maxim of educational theory that students receive from instruction only as much as (s)he was willing to give study. Since the 1960's, educational ghosts have surfaced from didactic closets forcing unspoken truths to emerge. Among these is the wide spread use of grade inflation to hide instructional deficiency, and the emergence of diploma mills which pass students along and up the educational ladder until graduation from high school, but lacking any learned or achieved basic skills. Further ghosts emerged in the guise of unmotivated students, unmotivated by traditional instruction, or as "troublesome" students. Both of these classes of students have been broadly classified as "learning disabled" (LD) or "Special Education" to isolate them from the mainstream of the teaching process, but with little concrete being done to reverse the so-called disability.

Under such a flood of emerging, if hidden truths, it is no wonder that parents, usually respectful of the professional educator's expertise, have begun to look closely at the quality of education offered, and the skills actually mastered by their children in the nation's public schools. These phenomena are exacerbated more intensely, in our quest for quality integrated schools.

Governmental impact, based upon environmental theories of "cultural deprivation" and intended to modify educational inequality created by years of segregation, has been limited in its effect due to a lack of clear and definable guidelines. Even the distinction between "segregation" and "racial imbalance" is unclear. According to the Office of Education, the term "desegregation" to overcome "segregation" means " ... the assignment of children or faculty to public schools and within schools without regard to their membership in a minority group, but "desegregation" does not mean the assignment of such persons to or within public schools in order to overcome racial imbalance".⁴³

Statistical evidence in the area of increased achievement of minorities as a result of desegregation seems to indicate that desegregation alone is not a major factor in raising achievement levels in minority youth. St. John⁴⁴ reviewed more than 100 studies on the effects of desegregation on the educational achievement level of low ability black students and how they have benefited from prescribed plans to improve racial balance. She found that the benefits derived from racially balanced schools minimal to nonexistent.

This is not to suggest that the high functional illiteracy rate

among minority youth is a result of inherent racial inferiority. There exists no legitimate, scientific evidence to remotely suggest that one's racial or ethnic background is in any way related to one's intellectual capability.

With the aforementioned in mind, the writers have been involved at different levels in conducting and rendering technical assistance and consultation to several field-based research projects in the Midwest. These are short scenarios of field-based research in two of these Midwest school districts.

The quest for quality integrated schools has had a profound impact upon the nation's educational policies, and has engendered much attention for thirty years. As a result of this mounting concern, educators, legal officials, researchers, legislators, and interested policymakers have attempted to seek an understanding of this phenomenon and ways in which a university - public schools partnership could affect positively the outcome of public school desegregation in Marion County, Indiana.

Purpose of Study

The purpose of the study was to provide assistance in understanding and perhaps coping with this phenomenon. The study was directed towards assessing student perceptions of intergroup relations principles or principles involved in the social change incident to school desegregation. The remedy called for the continuance of the court ordered Indiana State Department of Public Instruction Inservice Plan. One portion of the inservice plan required a student needs assessment to identify student needs and concern related to desegregation.

The theme permeating the report is that school desegregation is a multi-faceted phenomenon, whose effects may be simultaneously beneficial to children in many respects and not as beneficial in other respects. However, the real task besetting educators - to translate desegregation into integration - still remains. Part of that task involves a clear understanding of problems involved in desegregation, apply theory to practice, establish research methods and sharpen our definitions of equality of educational opportunity and equal protection under the law.

Methodology

The questionnaire used was a modified version of the questionnaire used in the first year. Modification of the questionnaire was completed by the directors of desegregation from the six township school districts and the state educational consultant. Both White resident and Black non-resident forms of the questionnaire had 104 items with identical and parallel questions.

The questionnaire was administered to a random sample of students in grades 2 through 11 in the six township school districts. The sample was taken from all buildings receiving transfer students within the districts.

The administration of the questionnaire was the responsibility of the six township school districts with the help of the state educational consultant. The questionnaire was administered during the last week of February and the first week of March, 1983. The total number of White resident students surveyed was slightly over 3,000 and the total number of Black non-resident students surveyed was approximately 1,500.

School and district identification codes were removed from the comingled data prior to forwarding the data to the research team.

The first step in the analysis was to determine the reliability of the responses to the questionnaire. We found that responses to both forms of the questionnaire had relatively high reliability coefficients. This indicated that findings from subsequent analyses could be interpreted in a straight forward manner.

The assessment committee requested that the 1983 data be analyzed in a manner similar to the 1982 study to insure continuity between the studies and validity in the comparison of the findings from the studies. Therefore, chi-square tests using planned multiple comparisons, factor analyses, and regression analyses were the statistical procedures employed.

The 1983 study includes a descriptive analysis of each item. For each item, the percent of students responding "yes" to the item was compared by race across the grades. The chi-square test using planned multiple comparisons was utilized to identify significant differences between the responses of White and Black students in grades 2 through 10.

The 1982/1983 comparison study also included an item by item analysis. The 1982 study utilized grades 3 through 9, thus this limitation was imposed on the 1982/83 comparison study.

To summarize across items, clusters of items were formed using the factor analysis, inter-item correlations and conceptual analysis as techniques. Items were included in summaries if significant differences between the responses of the Black and White students existed across 4 or more grade levels in the 1983 study.

Another type of analysis completed was factor analysis. Factor loadings are reported which indicate the strength of relationship of an item to a factor.

Yet another type of analysis was the regression analysis which permitted the examination of the data for relationships between factors defined in the factor analysis.

And finally, the items were clustered through the process of content validity. Reliability coefficients were then computed for the responses to the items included in each cluster. An analysis of variance was computed to identify any significant difference between the responses of Black non-resident students and White resident students for each cluster.

Summary of Findings, Commendations and Recommendations

The findings and conclusions are the result of a systematic analysis of the results of the chi-square test of significance and the percent of affirmative responses for each item. It would be redundant if not laborious for me to read to you the 24 findings and conclusions. However, the research team derived a set of commendations and recommendations from these findings and conclusions.

The research team commended the participating urban and suburban districts for the following laudatory findings. To wit:

1. Black and White students perceived school as important. They perceived that they had worked harder and learned more this year.

2. Black and White students perceived that their parents and teachers were concerned about their academic and personal growth.
3. School amity is favorable. Black and White students perceived that they had made friends with students of the opposite race. In addition, both groups perceived they had enough time to see their friends during and after school.
4. Black and White students perceived themselves as having a positive self-concept.
5. Black and White students perceived that the teachers wanted to be at their school.

Additionally, the research team recommended that the participating school districts seriously consider the following recommendations:

1. A continuing program of staff and student development needs to be established and maintained in the school districts to ensure that mutual benefits may be derived from contacts among staff, students and parents.
2. An assessment of available multicultural materials in all curricular areas should be developed, implemented and evaluated on an ongoing basis.
3. No parent or student compelled to participate in involuntary busing should be left without a clear understanding of why the court deems such a sacrifice necessary. This is the responsibility of both the school district and the community.
4. The philosophy and practice of the school districts must be reflective of and reinforce those characteristics of

academic excellence and equity.

5. The school districts need to continue taking affirmative steps in the recruitment of minorities to assume staff positions.
6. The school districts need continued focus on the development, revision and communication of firm, fair and consistent disciplinary codes and practices.
7. The school districts need to develop and maintain effective accountability procedures for students, parents and educators.

Harris and Bennett ⁴⁵ conducted research in two large urban school corporation located in the midwest. Both corporations had previously been ranked among the country's one hundred most problematic school corporations concerning minorities and school discipline.⁴⁶ Both corporations were concerned about the problem and agreed to participate in a study that would lead to programs designed to counter the problem of disproportionality in school discipline.

The purpose of the study was to identify explanations of disproportionality among Black and male student "disrupters", and to identify promising school practices and conditions which help mediate the problem. The study attempted to answer the following questions.

1. Are the causes of discipline problems rooted in the socio-emotional characteristics of disruptive students(e.g.,unstable home life)?
2. In the character of certain schools?
3. In teacher and administrator attitudes and beliefs?
4. In some combination of these?
5. Do the low disproportionality schools tolerate more "deviance"

among Blacks and males?

6. Do the formal and informal rules and how they are enforced differ among schools?
7. Do students simply cause more trouble in some schools than in others?

Each school corporation was treated as a totally separate research site, and all data were analyzed separately. However, the methodology and data collection techniques were nearly identical, and thus it was possible to examine the degree to which findings from the two separate school corporations would corroborate each other.

Our findings in the two different sites are, in fact, highly similar. The characteristics of "serious disrupters", as well as teacher attitudes and beliefs are virtually identical. While some differences were discovered between the highest race disproportionality school in each site, the lowest race disproportionality schools were alike on most of the variables studied.

Additionally, we found in our study that a disproportionate number of male and minority students were bearing the brunt of the schools' disciplinary mechanisms. Much of the dissatisfaction which they found in their study among the students had to do with a variable they refer to as "fatalism" or a lack of personal control over the environment.

Giving the students a stake in the future of their own schools may bring about the closer integration of students of all races as they work to achieve common goals. It will certainly lessen in the sense of "fatalism" which pervades the hallways of America's schools today. Other studies suggest that this lack of control which affects

achievement through a new form of discrimination will occur in today's desegregated schools.

One is then faced with a serious dilemma. Where does one turn for help. Statistical analysis of desegregation, achievement, and demography within a district has failed to reduce such relationships to a single index.⁴⁷ Indeed, the courts have not only failed to mandate any guidelines for equality of achievement, but they have failed even to find agreement among authorities in the field of education as to what constitutes effective instruction.⁴⁸

The goals of desegregation do not necessarily coincide with court mandates. School district administrators' primary objective is to adhere to court edicts, while teachers' objectives are promotive of quality integrated education. In order to provide quality integrated education from all levels of the educational system, it is incumbent upon the leadership to implement intervention strategies which will move the system towards this end.

The following model challenges exclusivity touted by theorists and/or pragmatists and suggests the answer is found in the juxtapositioning of both, so as to narrow the gap between the two by means of field-based research.⁴⁹

FIELD-BASED RESEARCH PARADIGM

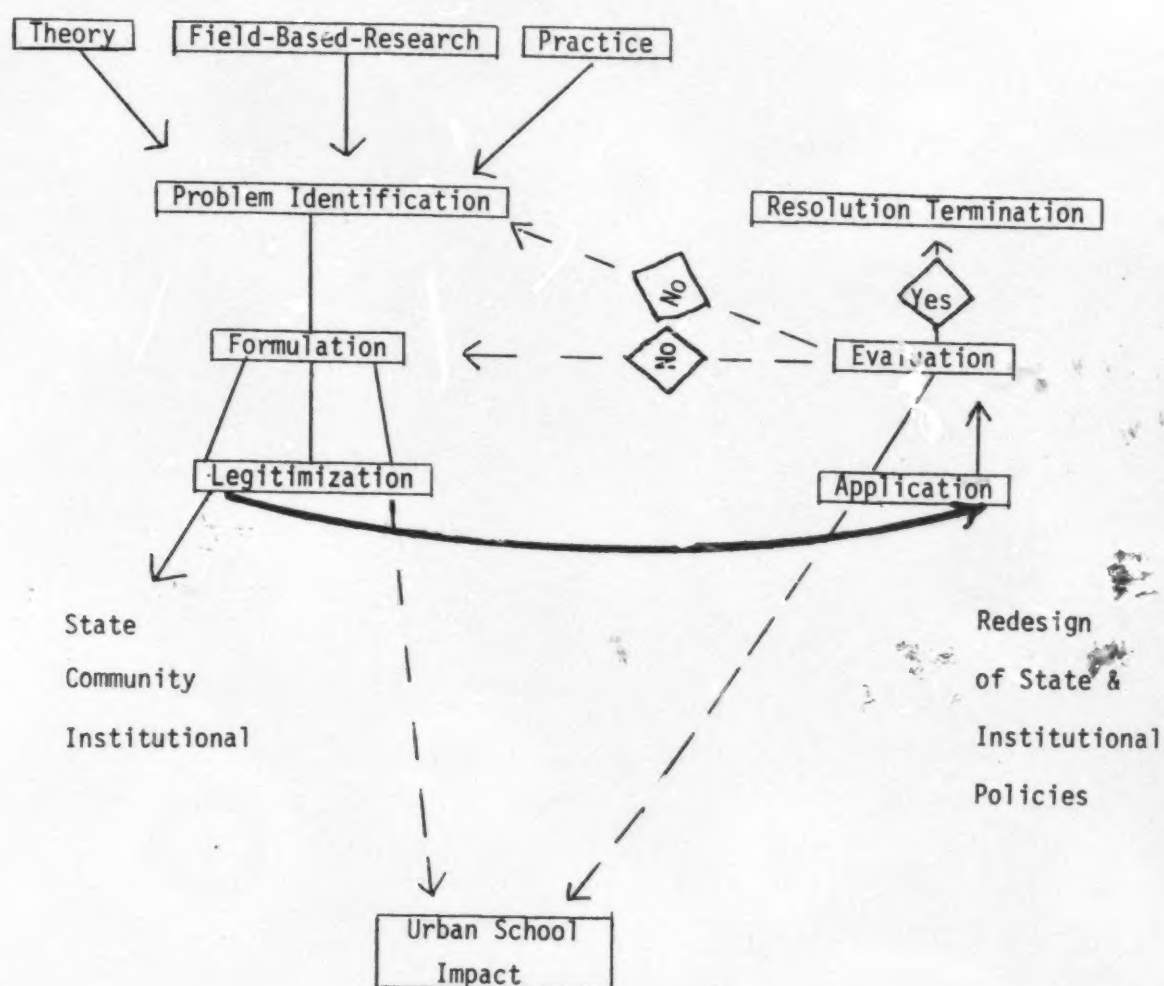
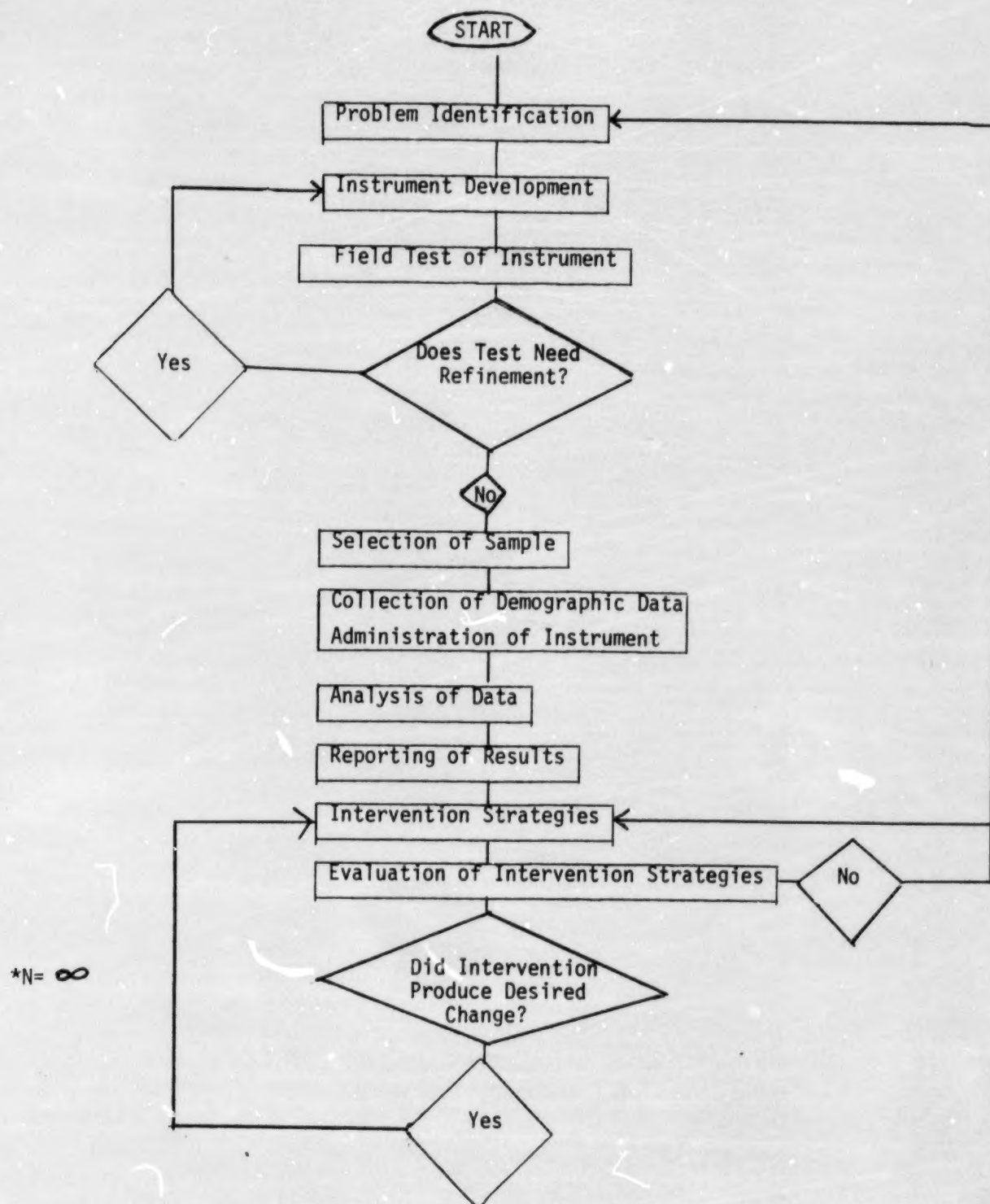


Figure 1 This paradigm shifts the readers attention along a linear direct path that requires the reader to associate the process with those theories , practices, and research that condition the processes substantive output.

FIELD BASED RESEARCH IMPLEMENTATION FLOW CHART



*The cycle can be repeated on an ad infinitum basis.

Educational Strategems

It is time for innovation within the total community, innovation which is immediate, wide-spread, and long range. The innovation we are speaking about in simple terms must be imaginative, grass roots and down to earth--based upon the very best thinking, planning and action. The existential alienation and 'madness' of life is likely to wreak havoc upon the ...American Community unless some well thought out and innovative efforts are made by...people themselves to control the situation before it gets out of hand.⁵⁰

The schools belong to the public and the public supports them. It then follows that the public is the authority to which educators are finally accountable for the manner in which they discharge their public trust. However, there is an inherent difficulty with our educational system. It must become more responsive to its constituency.

One may acknowledge the social, economic, and educational gains made during the 1950's and 1960's, but these gains were soon to be lost, because of such factors as national leadership policies; the recessions of 1969-71 and 1974-75; and as mentioned, research conducted to place in the nation's consciousness, the significant gains made.

Therefore, the operationalization of the following educational strategies are most necessary. It is imperative that educators be concerned about research, so as to make intelligent decisions. Emphasis should be placed on community good, rather than for researchers' private amusement. Improving educational and community life through policy will require disruptive and revolutionary research from time

to time versus research tending to be centripetal (safe and recognized criteria, e.g., those dealing with sample adequacy are important, but many times very insufficient to the problems occasioned by the move towards quality integrated education). In short, standard criteria will produce standard research which is probably satisfying to only the intended policymaker audience.

Next, the claim that "schools don't make a difference" cannot be substantiated. Even the most sophisticated multiple-regression techniques are inadequate to the task of ferreting out the causes of educational achievement from cross-sectional data. The school is one of few (if not the only) vehicle available for many to gain a fair share of the pie.

Third, it is incumbent upon researchers in the urban community, to begin and continuously conduct basic and applied research, synthesize other research critically, and put it in a more useable form for the intended audience.

Fourth, researchers need to be cognizant of how policymakers are using selected social science research data as a basis for far-reaching and significant legal and policymaking decisions. This trend for urban communities is a tacit recognition of Emil Durkheim's contention that institutions (in this instance, that of education) can and do shape our behavior in very predictable ways also referred to as the power of "social facts".⁵¹ Examples which do not objectively recognize the limits of social science research and have had direct influence on educational policy abound in the literature. Individuals such as these, were anathema to educational officials a decade ago. At that time, educators felt that society should

deal with social problems and leave the teaching to educators. These works range from methodological problems to the mis-utilization of data which have culminated in unjustifiable policy inferences, affecting the desegregation process.

Additionally, some scholars have reached global conclusions on the basis of hastily contrived data. Interestingly, such research data tends to be limited to minority learners and specific variables that are indigeneous to urban areas. Thus, some of the research contains substantially different findings resulting in a confusing spectrum of evaluation which is many times indiscriminately bought at face value by policymakers. At a time when social science research has the attention of educational policymakers, it is tempting for social scientists to become overzealous in generalizing the significance of their findings.⁵²

Finally, there is the need to firmly understand what the segregation/desegregation/integration process is all about. It has become increasingly clear those individuals responsible for its implementation and evaluation, are uncertain as to its definition thus exacerbating the confusion.⁵³

The steps outlined here are listed separately. However, it is envisioned that in order to have a direct and significant impact upon the educational process, members of the urban community and its supporters, must take these steps and other concurrently, in order to have the greatest impact on the development of children's minds within the urban education milieu.

A Summary Note

Comparatively speaking, little scientific research has been conducted relative to the social phenomenon of school desegregation and integration, irrespective of its major significance and widespread incidence. Beyond School Desegregation: A Study of Student Perceptions and Needs in Six Suburban Township School Districts in Marion County, Indiana--Year Two,⁵⁴ conducted in the Midwest is among the few field-based research studies which will assist educational leaders in speaking with authority about school desegregation as a social process, evolving student perceptions, and the degree of perceived success or failure.

On the basis of questions emanating out of this study which have not been answered because of the research's limitations, purpose, and scope, several issues stand out as worthy of further consideration and subsequent inquiry. Attitudinal studies of this type, conducted in a variety of communities, utilizing methodology, procedures, and instruments, similar to those used in this study, are needed to further validate the presence, importance, and relationship of such principles or factors. Studies such as these are essential to the development of curricula that are multicultural and pluralistic as well as contributing to a body of knowledge that will assist social scientists in helping educators predict the possibilities for success in specific situations of social change.

Of main concern is that as a result of desegregation, all students are afforded the opportunity of acquiring the highest quality education possible, in an equitable manner. A suggested method of evaluating whether this is being realized, is by means of conducting

a longitudinal study of cognition and socialization among students in the participating school districts. In essence, the proposed longitudinal study would yield data on school and community attrition, contribute to an increase in statistical power and provide a fairer estimate of desegregation's impact on students.

This research demonstrates a working model within which public schools through administrative leadership, have joined together with university, and foundation support in order to effectuate positive change in the educational environment. The tripartite relationship puts the participants on the "cutting edge" of knowledge production and subsequent utilization by educational leaders.

As we reflect on the history of educational segregation, desegregation and integration in this nation, undoubtedly there has been much change. For more than a century, many persons in this country, held steadfastly to the illusion that, if everyone would just sit still, time alone would solve the welter of problems in these United States.

Although there are many critical issues that will affect urbanites in the future, the authors feel that none, is more crucial than that of quality educational attainment. For most it may well be the only salvation. As expressed in Brown, "education is required in the performance of our most basic responsibilities; is the foundation of good citizenship; and is the principle instrument in awakening a child to cultural values." However, educators must not only be concerned about what Brown said; but also what the ruling did not say, or do. The case did not eliminate racism as a factor in lessening the quality of education afforded many

children.

If educators are truly committed and earnest in the concerns being voiced; about the effects of (de)segregation on the development of children, then collectively, we must share the responsibility. This means becoming and continuing to be integrally involved with our children, both in the home as well as in the schools. Without this commitment, then our educational survival in this nation, is questionable.

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